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PROGRAMME IMPLEMENTATION

IMPLEMENTATION OF DECISIONS ADOPTED BY THE GOVERNING COUNCIL
AT PREVIOUS SESSIONS

United Nations Development Programme co-operation with
non-governmental organizations and grass-roots
organizations

Report of the Administrator

SUMMARY

The United Nations Development Programme (UNDP) mounted new efforts in 1989 to promote community-based participatory development by working with non-governmental organizations (NGOs), grass-roots organizations and specialized agencies of the United Nations development system. These included efforts: (a) to promote communications and co-operation among Governments of developing countries, local NGOs, and multilateral and bilateral aid agencies; (b) to strengthen the developmental capacities of indigenous NGOs, NGO associations and grass-roots groups; and (c) to promote and support the informal sector. The principal activities promoting UNDP/government/NGO co-operation in 1989 included the Partners in Development Programme, which enabled UNDP field offices in 62 countries to provide direct support for NGO activities; RAF/87/001, the Regional Project to Strengthen Collaboration between NGOs, Governments and UNDP in Africa and RAS/86/151, Programme Support to the Asian and Pacific Development Centre; support for the establishment by more than 40 field offices of national computerized data bases on NGOs, and national government/NGO consultations in Mauritania, the Philippines and Tunisia. New activities to strengthen NGOs included the Africa 2000 Network, a regional project to promote ecologically sustainable development;

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two African regional workshops of practitioners in participatory development, organized by the International Labour Organisation (ILO); RAF/87/001 and the Partners in Development; other regional activities funded from the indicative planning figures (IPFs), and the United Nations Volunteers Domestic Development Service, which extended its operations to 26 countries. Efforts were also mounted to promote and support the informal sector, increase participatory elements in IPF projects, and make greater use of NGO services in carrying out UNDP-sponsored projects.

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INTRODUCTION

1. In accordance with Governing Council resolutions 86/14 of 27 June 1986, 87/10 of 1 July 1987 and 88/27 of 30 June 1988, UNDP has mounted new efforts to promote community-based participatory development by working with NGOs, grass-roots organizations and like-minded specialized agencies of the United Nations development system. Through these activities, UNDP is increasing its outreach to the most disadvantaged segments of the population, encouraging and supporting people's efforts to help themselves, and effectively promoting sustainable development. New UNDP initiatives in this area are at the leading edge of a broad movement within the United Nations development system towards human-centred development.

2. In 1989, UNDP drew on its network of field offices and relationships with indigenous NGOs in the South and their NGO partners in the North to carry out activities aimed at: (a) promoting communication and co-operation among Governments of developing countries, local NGOs and multilateral and bilateral aid agencies; (b) strengthening the developmental capacities of indigenous NGOs, NGO associations and community-based people's organizations; and (c) promoting and supporting the informal sector.

I. ACTIVITIES PROMOTING COMMUNICATION AND CO-OPERATION AMONG GOVERNMENTS, NGOS AND DONOR AGENCIES

Regional Project to Strengthen Collaboration between NGOs, Governments and UNDP in Africa (RAF/87/001)

3. UNDP has launched a major regional project in Africa to strengthen collaboration among NGOs, Governments and UNDP. This project provides assistance to Governments, NGO associations and UNDP field offices interested in working together to promote development efforts at the grass-roots level. Assistance is provided in the form of consultancy services, financial support and/or information services.

4. The co-ordinator of the project, who is based in Lomé, Togo, has already undertaken missions to Benin, Cameroon, Congo, Ghana, Guinea, and Togo to help plan special strategies for government/NGO/UNDP co-operation.

5. In Cameroon, the Government and UNDP organized the first national conference ever to be held with NGOs and grass-roots organizations. The conference, which was held in Yaoundé in September, focused on the roles of NGOs in protecting vulnerable populations from the adverse effects of structural adjustment programmes. More than 250 persons attended. The meeting is expected to result in the formation of a national NGO association aimed at facilitating future NGO/government/UNDP communications and co-operation. In the Congo, a government/UNDP/NGO working session was organized in October to consider the establishment of a national NGO association which could represent the NGO community in negotiations with the Government. A general assembly of NGOs was held in November. Plans were also made

for a symposium of NGOs to be held in February 1990 on North-South NGO relations and on how the Government, UNDP and NGOs should work together. In Ghana, a government/UNDP/NGO workshop in August focused on practical aspects of government-NGO co-operation, including the simplification of government procedures for registering NGOs and the clarification of NGO relations with various ministries.

6. Steps have also been taken under RAF/87/001 to help Governments establish special units for communication and co-operation with NGOs. Countries assisted in this way to date include Cameroon and Congo.

Other NGO-government consultations at national, regional and interregional levels

7. An important workshop on the promotion of government/NGO/donor development partnerships in the Philippines was organized by UNDP, the Food and Agriculture Organization of the United Nations (FAO) and the Asian Coalition of Non-Governmental Organizations for Agricultural Reform and Rural Development in Tagaytay City, the Philippines, in March 1989. Participants represented NGOs and the relevant government agencies, as well as some donor agencies. Materials developed for the workshop included papers by NGOs on potential areas for government-NGO co-operation and a strategic assessment of non-governmental organizations in the Philippines, prepared by the Coalition. FAO and the World Bank have expressed interest in supporting follow-up activities.

8. In Mauritania, the field office supported a government-NGO seminar on grass-roots approaches to development organized by the fund for assistance to small projects in October. The three-day workshop focused on community needs in rural areas and on the role of NGOs in promoting self-reliance through income-generating activities or micro-enterprises. In Tunisia, the Resident Representative continued innovative efforts to promote government-NGO co-operation through one-day meetings at the provincial level; two consultations were held, in the Governates of Kef and Siliana; a third was also planned for Tozeur in the southern part of the country.

9. Other major conferences supported by UNDP in 1989 included the first pan-Arab conference of NGOs held in Cairo from 31 October to 2 November. The conference, which was co-sponsored by the Arab Gulf Programme for United Nations Development Organizations (AGFUND), UNDP, the Arab Fund for Economic and Social Development, the United Nations Population Fund (UNFPA), and the International Planned Parenthood Federation (IPPF), focused on the roles of NGOs in promoting social welfare and development and on how to strengthen the capacities of Arab States' NGOs.

10. NGOs also contributed significantly to the International Conference on Central American Refugees held in Guatemala City from 29 to 31 May and are expected to participate in regional follow-up activities; including the Development Programme for the Displaced, Refugee and Returnee Population, to be carried out by UNDP in association with the Office of the United Nations High Commissioner for Refugees (UNHCR), ILO and the Pan American Health Organization (PAHO). A consultation on uprooted people, organized by the International Council of Voluntary Agencies (ICVA) at Les Diablerets, Switzerland, in June, brought together experts from UNDP, other United Nations agencies, bilateral aid agencies, NGOs and other institutions

for discussion of a development approach to refugees, returnees, and externally and internally displaced persons.

11. Studies of the roles played by NGOs in development were initiated in seven Asian countries (Bangladesh, India, Malaysia, Pakistan, Philippines, Sri Lanka and Thailand) in 1989 as part of RAS/86/151, Programme Support to the Asian and Pacific Development Centre, an Asian regional project to develop recommendations on ways to strengthen NGO-government co-operation in addressing the problems of the rural poor. The studies are being carried out for UNDP under a sub-contract with the Asian Coalition. It is expected that the UNDP field offices in the participating countries will help organize workshops of representatives from Governments and the NGO community to discuss study findings.

12. Participants in the mid-term review of the fourth country programme for Guinea agreed that more resources should be invested in human resource development and the social sector and that greater use should be made in the future of NGO resources to carry out projects in the country programme. With support from the Division for Non-Governmental Organizations, UNDP/Conakry is developing a specific plan for government-NGO co-operation in 1990.

13. As 1989 drew to a close, the Division was participating actively in preparations for several major United Nations conferences, focusing largely or in part on the development role of NGOs. These include the International Conference on Popular Participation in Africa, to be held in Arusha, Tanzania, in February 1990; the March 1990 World Conference on Education for All, to be held in Bangkok, Thailand; and the Second United Nations Conference on the Least Developed Countries, to be held in Paris in September 1990.

Partners in Development Programme

14. The promotion of increased communication and co-operation among Governments, UNDP field offices and NGOs has been an important goal of the Partners in Development Programme, offered in 62 countries in 1989. This programme, which permits UNDP Resident Representatives to allocate up to \$25,000 per country in direct support of NGO activities, has brought Governments and NGOs together through its selection processes and other phases of programme implementation. It has effectively demonstrated to Governments and donor agencies the value of small-scale, community-based participatory development activities and of the contributions made by NGOs and grass-roots organizations to community-based development.

15. Many of the NGO activities supported to date under the Partners in Development Programme have been designed specifically to further NGO/government/United Nations co-operation, including commissioned studies of Philippine NGO activities in six development-related sectors; a project to promote co-operation between Solomon Islands NGOs; the pioneering national conference on the role of NGOs in addressing problems resulting from structural adjustment in Cameroon mentioned above; and various activities in Tunisia at national and provincial levels.

16. Of all awards made by the Partners in Development Programme to date, almost 80 per cent have supported development activities by NGOs and grass-roots organizations, including, most frequently, income-generating activities and micro-enterprises, skills-training projects for the least privileged sectors of the population, and rural development activities. Women and youth are the beneficiaries of many projects funded by the Programme.

17. Participating field offices and Governments have responded enthusiastically to the Partners in Development Programme. Several offices which were slow starting in 1988 have mounted major efforts in 1989; even new participants report strong NGO interest and demand. A large number of field offices and Governments have asked that the country allocation be increased, and a number of offices which do not yet participate have asked to join the Programme. Although the Programme is assured of funding from Special Programme Resources (SPR) and the Special Measures Fund for the Least Developed Countries (SMF/LDC) at the current level through 1990, additional resources are being sought to continue it in 1991 and beyond and, if possible, to increase the size of the country allocations and/or to extend the programme to new countries.

NGO data-gathering activities

18. Government-NGO communications and co-operation have also been supported by UNDP field office efforts to gather data on development NGOs operating in their countries. More than 40 field offices have requested the questionnaire and software developed by the Division for non-governmental organizations for use in establishing national computerized data bases on NGOs; many other offices are supporting country-level data-gathering efforts. In Benin and Swaziland, NGO data-gathering activities are being funded under RAF/87/001, the African regional project to promote government-NGO co-operation cited above.

19. At headquarters, the Information Referral Service (INRES-South) of the Special Unit for Technical Co-operation among Developing Countries (TCDC), has expanded its capacity to provide information about development resources in developing countries; of the 4,000 developing country institutions included in the INRES-South data base, 1,000 are NGOs or private sector institutions. The Division for Non-Governmental Organizations at headquarters is also developing its data base on grass-roots projects supported by UNDP and on international and Southern NGOs with which UNDP co-operates or might co-operate.

Environmental NGOs

20. The crucial role played by NGOs and grass-roots organizations in environmental management is widely recognized. A major new UNDP initiative, the Africa 2000 Network, provides financial and technical support for grass-roots and NGO activities related to the environment in Africa. Latin American NGOs have been involved in regional follow-up activities from the workshop on environmental management and sustainable development held in Belem do Para, Brazil, in December 1988. In Pakistan, NGOs will be represented on the steering committee for an Asian Development Bank/FAO project to prepare a master plan for the forestry sector. Asian environmental NGOs are also slated to participate in the regional

ministerial meeting on the environment to be held in Kuala Lumpur in May 1990. As UNDP expands its programmes relating to the management of the environment and/or extends them to new geographic areas, NGOs will be increasingly involved.

II. ACTIVITIES TO STRENGTHEN THE DEVELOPMENT CAPACITIES OF INDIGENOUS NGOS

Regional Project to Strengthen Collaboration between NGOs, Governments and UNDP in Africa (RAF/87/001)

21. Efforts to strengthen NGO associations, partly as a means of helping Governments and donors to relate effectively to the NGO community, are an important component of the UNDP regional project to promote government/UNDP/NGO co-operation in Africa. National NGO associations in Burkina Faso, Gambia, Ghana, Senegal, Togo and Zambia are receiving support under RAF/87/001. Two Kenya-based regional NGO associations are also being aided: the African Association for Literacy and Adult Education and the Africa Women's Development and Communications Network (FEMNET). Support provided under RAF/87/001 is mainly in the form of needs assessments and staff training.

Partners in Development Programme

22. Almost 20 per cent of the projects funded to date under the Partners in Development Programme involve capacity-building among NGOs and NGO associations. In 1989, for example, Programme awards were used to help the new national Confederation of Colombian NGOs to establish a computerized data base; to support an NGO seminar on project evaluation in Haiti; to develop an operational manual for consumer organizations belonging to the Federation of Malaysian Consumer Associations; to provide training for the leaders of grass-roots people's organizations in the Philippines; to support research on NGO contributions to development and on maximizing their participation in development in Suriname; to train monks, teachers and researchers active in participatory development in Thailand; to strengthen NGOs and NGO consortia supporting micro-enterprises in Thailand; to strengthen the operational capacities of NGOs in north-western Tunisia; and to provide computer capacity for the Western Samoa National Youth Council.

Africa 2000 Network

23. A major purpose of the new UNDP regional project in Africa, the Africa 2000 Network, is to support efforts by local grass-roots groups, NGOs, NGO associations and technical institutes to strengthen themselves in areas that are relevant to the Network, i.e., to build the capacities they need to help to preserve the environment or to promote ecologically sustainable development. Other project goals include supporting participatory approaches to environmental management, providing financial and technical assistance in response to community initiatives, and spreading knowledge about successful environmental practices, mainly through NGO networks.

24. By late 1989, steps had been taken to establish Network facilitators, co-ordinators and national project selection committees in Burkina Faso, Cameroon, Ghana, Kenya, Rwanda, Senegal and Zimbabwe. Preparatory missions had also been mounted to Benin, Mali and Mauritania and were planned to Lesotho, Mozambique, Swaziland, Uganda, the United Republic of Tanzania and Zambia.

25. The importance of tapping Network resources to support and strengthen indigenous groups was emphasized at the inaugural meeting of the Africa 2000 Network Advisory Group, held at United Nations Headquarters in September 1989. Advisory Group members include specialists on environmental matters and representatives from African environmental NGOs, NGO associations, and training institutions in Africa and Asia.

26. The Governments of Canada, Denmark, Japan and Norway have provided funding for the Network programme.

ILO regional workshops

27. Two regional workshops of practitioners responsible for guiding work on participatory development in African countries were organized by ILO for UNDP in Burkina Faso in July, in conjunction with the Centre for Economic and Social Studies in West Africa, and in Zimbabwe in August, with a local NGO. The workshops allowed participants to share experiences and views regarding rural development facilitation and the training of rural development facilitators. Reports from the workshops are expected to stimulate new approaches to rural development work and participatory development.

United Nations Volunteers Domestic Development Service

28. This programme strengthens community-based self-help groups and indigenous NGOs by providing Domestic Development Service field workers at the village level and by involving group leaders in participatory training workshops. In 1989, this programme was significantly extended beyond Asia into Africa and the South Pacific. By year's end, 250 Domestic Development Service workers were engaged in 26 countries and 200 group leaders had taken part in workshops. Experience gained from this field work is a valuable resource for trickle-up development strategies aimed at helping disadvantaged sectors of the population, especially women and youth, to help themselves.

Interregional, regional and IPF projects

29. A number of other UNDP-sponsored programmes directly or indirectly support capacity-building activities among indigenous NGOs and grass-roots organizations. Under RAF/87/151, Regional Project to Strengthen Collaboration between NGOs, Governments and UNDP in Africa, arrangements have been made with Opportunities Industrialization Centers International, Inc. (OIC International), an NGO based in the United States, to upgrade the micro-enterprise trainers of five African NGOs that operate training institutions in Cameroon, Côte d'Ivoire, Guinea, Lesotho and Sierra Leone. Approximately 34 NGO trainers will be upgraded annually in the two-year pilot phase of the project; they will in turn train 2,100 target

beneficiaries over two years. Among the IPF projects approved in 1989, especially relevant was a project in Bangladesh, BGD/88/020, Training of Mosque Society Leaders in Tree Planting, Silviculture and Agriculture.

III. ACTIVITIES TO PROMOTE AND SUPPORT THE INFORMAL SECTOR

30. The Division for Non-Governmental Organizations has co-operated closely with ILO on the preparation of a programme advisory note on the informal sector, increasingly recognized as a principal source of production, employment and income for the urban poor in developing countries. The note will deal with the importance of the informal sector, features and issues characterizing the sector, current forms of assistance to the sector, and guidelines for technical co-operation covering the ways in which UNDP and United Nations agencies can relate to the informal sector.

31. UNDP has also co-operated with ACCION International, an international NGO based in Cambridge, Massachusetts, on the organization of an international conference on relations among the public, private and informal sectors; this was held in Quito, Ecuador, in November 1989.

IV. ACTIVITIES INVOLVING GRASS-ROOTS APPROACHES TO DEVELOPMENT AND/OR CO-OPERATION WITH NGOS AND GRASS-ROOTS ORGANIZATIONS

Participatory development

32. Staff participating in Project Appraisal Committee (PAC) and Action Committee meetings have worked closely with staff of the Regional Bureaux to incorporate participatory elements in projects proposed for UNDP support. An example is MAG/88/007, a project in Madagascar involving pilot efforts at community level to conserve natural ecosystems. The introduction of a component for sensitizing populations also provided opportunities for more active NGO roles.

Micro-enterprise support

33. UNDP continued in 1989 to support an African regional credit support project, and national grass-roots initiatives support funds in eight African countries. The credit support project, RAF/87/130, provides guarantees for commercial loans to African NGOs and grass-roots groups seeking to establish small businesses. Although criteria for implementing the support funds vary from country to country, they are basically designed to provide grants or loans for community-based microprojects.

34. In Peru, the Institute for the Development of the Informal Sector is carrying out a major UNDP-sponsored project to provide credit and training for informal sector micro-entrepreneurs and their associations.

Government staff training

35. The Experiment in International Living, an NGO based in the United States, has continued to provide training services for the Department of Community Development in Cameroon, including, in 1989, five seminars and workshops for training school staff and provincial government staff. In the Lao People's Democratic Republic, arrangements have been made with CUSO, a Canadian NGO, to provide English-language training for officials of the Ministry of Foreign Affairs and other ministries.

Integrated rural development resources

36. The Guinean Union of Development Volunteers, an indigenous NGO, is helping to implement a rural development project in the Fouta Djallon region of Guinea under a sub-contract with FAO. UNDP and FAO are seeking other NGOs to provide services for four related projects. Together, the five projects are utilizing 44 per cent of the Guinea IPF.

Emergency reconstruction activities

37. In Nepal, NGOs are expected to participate actively in a project to rebuild houses, public buildings and infrastructure destroyed by the 1988 earthquake. The Bangladesh Rural Advancement Committee and Proshika, Bangladesh NGOs, will help reconstruct rural housing destroyed by floods in 1988. A hospital assistance project in the Lao People's Democratic Republic is utilizing the services of the Swiss Red Cross. NGOs have also participated in UNDP needs assessments missions for Kampuchea and Namibia.

United Nations Capital Development Fund

38. The United Nations Capital Development Fund (UNCDF) expanded its support for community-based participatory development activities in 1989, approving nine new projects in Benin, Bhutan, Central African Republic, Haiti, Kiribati, Malawi and Sudan, which involve villagers - the project beneficiaries - in planning, managing and/or implementing the activities funded.

39. A Swiss NGO, Helvetas, is implementing the Bhutan project involving the construction of suspension bridges. Other United Nations CDF-funded activities involving NGOs in project implementation include a motor pumps maintenance and repair project in Mali, the national AIDS programme in Rwanda, and a water supply and sanitation project in Togo.

Technical Co-operation among Developing Countries

40. The UNDP Special Unit for Technical Co-operation among Developing Countries also co-operates with NGOs. It worked closely in 1989 with the International Co-operative Alliance to develop a TCDC programme among Asian co-operatives.

The United Nations Development Fund for Women

41. The United Nations Development Fund for Women (UNIFEM) continued its close collaboration with NGOs in planning and carrying out projects designed to benefit women. New UNIFEM activities have included a major effort by OIC-International in Togo to provide agricultural training for young rural women and a study by the Zimbabwe Energy Research Organization of rural industrial and institutional energy needs that is expected to increase the viability of women's fuel-intensive enterprises, preserve natural resources and improve women's living conditions. A new project in the Philippines will enable women in San Miguel to undertake the household-based production of stuffed toys. In Jordan, the General Federation of Jordanian Women has received UNIFEM support for a food-production micro-enterprise. Latin American activities newly funded by UNIFEM include a project to produce videotapes on women's health in Colombia and efforts by five Peruvian NGOs to make appropriate food-processing technologies available to peasant women.

The United Nations Sudano-Sahelian Office

42. Assuring people's participation in development activities and co-operation with NGOs are also goals of the United Nations Sudano-Sahelian Office (UNSO). Among recent UNSO initiatives are a five-year semi-arid land-management project in Niger, being implemented by the Co-operative for American Relief Everywhere (CARE), a tree-planting workshop jointly sponsored by UNSO and the Uganda National Council of Women, an environmental song festival in Nairobi carried out with the African NGOs Environment Network (ANEN) and an improved cooking stoves project in Mali.

43. UNSO also assumed responsibility in 1989 for the Sahel Information System, a network of NGO data bases operating in Burkina Faso, Mali, Niger and Senegal. Partial funding for the system has been supplied by the United States Agency for International Development.



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SUPPORT

PROGRAMME IMPLEMENTATION

IMPLEMENTATION OF DECISIONS ADOPTED BY THE GOVERNING COUNCIL
AT ITS PREVIOUS SESSIONS

Women in development

Report of the Administrator

SUMMARY

The present report is prepared in accordance with Governing Council decision 89/27 of 30 June 1989. It reviews the extent to which Governing Council decisions on women in development are being implemented throughout the United Nations Development Programme (UNDP). Its analysis is based largely on responses to a questionnaire sent in November 1989 to all UNDP field offices and relevant headquarters units.

The report identifies five fundamental means of improving the gender responsiveness of UNDP operational activities: the training of government, executing agency and UNDP staff; field office support; inter-agency co-ordination and collaboration; policy development; and institutional strengthening. It examines performance and requirements in each of these areas.

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I. INTRODUCTION

1. The present report is prepared in accordance with Governing Council decision 89/27 of 30 June 1989. It reviews the extent to which Council decisions on women in development are being implemented, in preparation for the fifth country programming cycle, in project assistance and in personnel policies. The report identifies five fundamental means of improving the gender responsiveness of UNDP operational activities: the training of government, executing agency and UNDP staff; field office support; inter-agency co-ordination and collaboration; policy development; and institutional strengthening. It examines performance and requirements in each of these areas.

2. The analysis in the report is based to a great extent on responses to a questionnaire sent in November 1989 to all UNDP field offices and to relevant headquarters units. The responses have been analysed and are available separately on request. A data base has also been created on the basis of the responses to the questionnaire against which future UNDP progress can be measured in implementing its mandate on women in development.

3. The responses to the questionnaire indicated a growing awareness of the importance of addressing gender issues throughout the programming and project cycles. They also indicated the importance of this awareness being shared by government officials, executing agency staff and project personnel, as well as by UNDP staff.

II. FIFTH COUNTRY PROGRAMMING CYCLE

A. National policies on women

4. National development plans, priorities or objectives provide the frame of reference for UNDP country programmes. During the current cycle, a number of UNDP field offices have provided significant assistance to Governments through their women's bureaux and other government units in developing plans for women. As noted, however, in the report of the Administrator to the Governing Council at its thirty-sixth session (DP/1989/24), it is also important that UNDP provide assistance to national planning ministries seeking to develop more gender-sensitive national plans.

5. The Regional Bureau for Asia and the Pacific (RBAP) responded to such a request from the Bangladesh Minister for Planning in late 1989. A mission undertook a review of the Government's draft five-year plan to assist in increasing its responsiveness to women's needs and to broaden their potential contribution to the country's development. The mission's recommendations covered administrative and accountability mechanisms and statistical requirements. It identified women-in-development factors for consideration in the key sectors of the economy, and developed an investment programme to address both institutional and non-institutional constraints on the economic integration of women. It also identified a series of complementary strategies for the UNDP field office.

Following the success of this mission, similar requests have now been received from other Governments and RBAP has made provision for further missions.

B. Mid-term programme review

6. The mid-term reviews of the ongoing programmes often initiate the preparation of the next programme. A significant proportion of field offices and headquarters units reviewed or expressed the intention to review the extent to which gender issues had been addressed in the current programme during the mid-term review. The procedures planned or actually adopted varied. Where the adequacy of the procedures were assessed, however, they were often considered to lack depth in the analysis and recommendations. It was felt that an adequate exercise would require a greater commitment to, and understanding of, gender issues in programming and projects on the part of Governments, project personnel and UNDP and executing agency staff.

C. Fifth cycle programming

7. As UNDP country programming shifts towards a more comprehensive programme approach, in response to Governing Council decision 89/20 of 30 June 1989 and General Assembly resolution 44/211 of 22 December 1989, the systematic analysis of national development requirements and resources entailed in the development of the country programme will need to be increasingly gender sensitive. The macro-economic factors affecting women will need to be identified and programmatic approaches developed. Increasing technological sophistication, greater monetization of economies, the commercialization of agriculture, distributional inequalities and other macro-economic factors not only affect women directly but also affect them differently from men. Structural adjustment and debt alleviation programmes have had a significantly greater adverse impact on women than on men. These are correlated with an increasing number of households headed by women and an increasing number of women and their children below the poverty line. These linkages need to be understood and responded to in programming at the country, regional, inter-regional and global levels.

8. A special effort will need to be made by Governments and field offices, with the full support of all concerned at headquarters, if gender issues are to be seriously and adequately addressed during preparations for the next programming cycle.

D. Human development

9. The Human Development Report 1990 1/ shows that the measurement of human development is gender sensitive: a country's place on a human development index may change significantly when data on women, rather than aggregate data on the whole population, are used. If UNDP is to integrate its concern for human development, the Programme will require a particular focus on women within the framework of the next programming cycle. Such a focus could assist Governments and UNDP to develop more gender-responsive programme priorities and projects. This

exercise could use country studies and strategies prepared by Governments, by the World Bank and by other agencies, bodies and organizations within the United Nations system, including the United Nations Development Fund for Women (UNIFEM), the United Nations Children's Fund (UNICEF) and the United Nations Population Fund (UNFPA).

III. PROJECT ASSISTANCE

10. The assumption that development which benefits men will automatically benefit women has long been discredited. Women's lives are different from those of men. As a consequence, women have different skills, knowledge and needs. They fit into and contribute to communities differently from men. Hence, there are particular situations in which project assistance needs to be provided specifically for and directly to women. However, all project assistance should recognize the differences in men's and women's lives and should build on these differences. The identification and development of gender-sensitive project assistance, whether women specific or integrated, is not an easy task.

A. Projects specifically for women

11. A number of important and effective women-specific projects have been initiated at UNDP headquarters. The women-specific projects in the global and interregional programmes either address women-specific concerns or are designed to integrate gender concerns into broader sectoral programmes. Projects have been initiated in the regional programmes designed to raise the productivity of women in sectors where they play a leading role or to address specific needs such as those for literacy or for social programmes to alleviate poverty. At the country level, most women-specific projects have been initiated and funded by UNIFEM and UNFPA.

12. Women-specific projects will continue to be needed for as long as gender inequalities and discrimination continue; access to basic goods and services is gender differentiated and economic and development factors have a differential impact on women and men. The vast majority of development flows, however, are not directed specifically towards women and the challenge remains to ensure that women participate in, contribute to and benefit from all development assistance.

B. Gender-sensitive projects

13. Initiatives in support of women have been most effective where they have linked the analysis of women's development requirements to the use of project and programme assistance to strengthen the capacity of both the country and UNDP to address those requirements. For example, a comprehensive effort has been undertaken in Honduras to ensure that gender issues are effectively addressed. Initially, UNDP and UNFPA, together with the Government, developed a country-wide strategy to strengthen the actions of the United Nations system in the area of women and development. An umbrella project was then designed, with the assistance of UNIFEM, to address the needs identified in the strategy. Project components

included the development of manuals and guidelines; the training of field personnel and government counterparts in project design, management and evaluation; the generation of base-line data on women for project design and evaluation; the improvement of national statistical systems and the strengthening of research capacity; and, the development of mechanisms to improve project design.

14. The number of women project personnel and the number of women who benefit from overseas training and fellowship programmes should be increased. General Assembly resolution 44/171 of 19 December 1989 calls on the operational system of the United Nations to establish procedures to collect and report gender disaggregated data concerning project personnel, including consultants, as well as beneficiaries of its programmes. Some field offices, together with national Governments, have set targets to ensure equitable gender distribution of project personnel and beneficiaries; other offices bring distributional imbalances to the attention of Governments for their action. Those countries where a commitment to the integration of women in development is strongest have the most equitable participation of women in these activities across all sectors.

15. The UNDP also provides assistance to Governments in monitoring the flow of development assistance and determining its beneficiaries. An important instrument in this process is the National Technical Co-operation Assessment and Programmes (NATCAPs) exercise. Modifications in the NATCAP software to allow all data to be entered, analysed and disaggregated by gender will be finalized by the end of 1990.

IV. PERSONNEL POLICIES

A. Recruitment of UNDP staff

16. There is a long-standing commitment on the part of UNDP not only to increase the number of women at the professional and senior managerial levels but also to assist women professionals to sustain and develop their careers.

17. Significant increases in the number of women recruited have been achieved, especially since 1986. Currently, over 25 per cent of professional staff are female. In 1988/1989, 50 per cent of entry-level career track professionals entering UNDP through the management training programme were women.

18. A particular effort is being made to recruit senior women. There are few women in senior managerial positions (6 per cent), but the number is increasing. Seven out of 112 resident representatives (6 per cent) and 17 out of 101 deputy resident representatives (17 per cent) are women. Two thirds of these women are posted in Africa. The outside recruitment of senior women will not be at the expense of qualified staff members so as to ensure a continuing career path for women professionals within the organization.

19. The Division of Personnel has adopted a range of means for identifying women candidates. All recruitment advertisements state that UNDP is an equal opportunity employer and in some cases encourage applications from women. Formal and informal search techniques are employed, including the use of field offices and women's

networks and organizations. Recruitment missions are briefed. Governments sponsoring Junior Professional Officers have been asked to nominate more women candidates. Field offices have been requested to achieve a gender balance in national programme staff. Interview panels receive a briefing on gender sensitivity in interviewing. A pilot applicant data base is being used which includes a women in development sensitivity variable for all applicants. These techniques have resulted in a significantly improved capacity to identify and recruit women and gender-sensitive staff.

B. Career development of women staff

20. Once recruited, the careers of women staff members have to be well managed. A successful career in UNDP requires that staff members rotate among geographical locations, different functions and occupational groups and through increasing levels of responsibility. In order to retain qualified women, policies and practices sensitive to the particular problems faced by women in sustaining and developing their careers are being put in place.

21. The ability of both men and women to develop their careers is affected not only by organizational policies but also by their socially constructed roles and allocated responsibilities. While 88 per cent of male professional staff are married, only 40 per cent of the female professional staff are married. The remainder of the female professional staff are almost all either single (42 per cent) or divorced (15 per cent). These figures and the imbalance they demonstrate are not unique to UNDP professional women. However, the demands a career with UNDP places on staff members, for example, the need to serve in a variety of field offices, compounds the difficulties of married women and underlines the complexities that single staff of both genders have in meeting representational functions for UNDP in developing countries. A review of terms and conditions of all such staff is needed.

22. The policies and practices being introduced include training in the management of women in the work place and the institution of gender-sensitive conditions of service and entitlements. The latter include assistance with spouse employment in the field; concurrent reassignment of career couples to serve at the same duty station; greater flexibility in the timing of assignments, to accommodate the spouses' professional situation or children's educational requirements; the negotiation of spouse work permits with Governments and reciprocal arrangements with other field organizations; visit entitlements for single staff in the field; more flexible maternity leave provisions; the introduction on a pilot basis of flexi-time and compressed work week provisions for staff with child or elder care responsibilities; and staff counselling and self-help groups. Training for senior management staff, to be introduced in 1990, will address gender-related issues in the work place. Gender sensitivity is listed as a dimension of the new performance appraisal system currently being introduced.

C. Recruitment of consultants, volunteers and project staff

23. Recruitment figures for women in these categories remain low. In 1989, 20 per cent of the experts and 14 per cent of the consultants recruited by the Office for Project Services (OPS) were women. Over 40 per cent of these women were recruited for women-specific projects. Only 18 per cent of the consultants recruited by UNDP were women and 25 per cent of those recruited under L-series contracts were women. Seventeen per cent of serving United Nations Volunteers (UNV) were women, an increase of 1.8 per cent from 1988. The target for 1990 is to exceed 20 per cent of women volunteers.

24. While recognizing the implication of short supply in the above fields of recruitment, there is a need to develop means of identifying women in these categories and of determining and evaluating the gender sensitivity of all consultants, experts and volunteers.

V. GENDER-SENSITIVE OPERATIONAL ACTIVITIES

25. Governing Council decision 89/27 recommended greater decentralization of women-in-development activities to the field. At the same time, many field offices have sought to improve the gender sensitivity of their operational activities. As a result, an increasing number of requests have been received for country level training. Expertise on women in development has been sought from national institutions and organizations, from UNIFEM and from the Division for Women in Development of UNDP. There has also been a greater concern with inter-agency co-ordination and collaboration at the country level.

A. Training

26. The successful implementation of Governing Council directives on women in development requires that a sensitivity to and knowledge of gender issues should be an integral part of the professional competence and commitment of all UNDP and executing agency staff, project personnel, local and international experts, consultants and government staff. Increased gender competence can best be brought about by formal training combined with support services such as procedural instructions, guidelines, reference materials and on-the-job training.

27. Since the inception in 1987 of UNDP training courses on women in development, about 600 people, including UNDP staff, executing agency personnel and government counterpart staff, have been trained. In 1988 and 1989, UNDP had a full-time staff member solely responsible for such training, and it is intended to maintain this capacity on a full-time basis for most of 1990. Despite this valuable resource, overall less than 15 per cent of national and international professional UNDP staff, excluding Junior Professional Officers, have attended specific training courses on women in development. If the professional competence of UNDP staff is to be increased, significantly more gender-specific training courses will need to be conducted.

28. At the same time, there is also a need to ensure that the subject of women in development is integrated throughout all other training courses and is not presented as a brief independent module. An important first step towards achieving this objective is being made in April 1990 with the integration of women-in-development concerns throughout the curriculum of a regional workshop on programme management and evaluation.

29. A training strategy for women in development is being developed which will, inter alia, identify local training resources and work with them to develop their capacity to provide appropriate, operationally oriented training courses and materials. A means of managing, monitoring and evaluating such training is also being devised. There is also a need to continue to strengthen the capacity of UNDP to organize and evaluate joint training workshops with UNIFEM and with the Sub-group on Women in Development of the Joint Consultative Group on Policy (JCGP).

30. The rate of progress in meeting all the needs in the training area will clearly depend on the availability of staff and resources. In this context, it should be noted that the requirements relating to training in regard to women in development are being balanced against the many other demands on the scarce training resources of UNDP.

B. Field office support

31. A particular expertise is required for gender-sensitive programming and project assistance. Procedural directions and staff training can help but field office competence will often need to be complemented by experts and consultants in women in development. The demand for the latter will increase significantly in the period 1990-1992 as preparations proceed for the next programme cycle and as the modality of government/national execution increases.

32. Guidelines and instructions on the incorporation of gender issues in project identification, formulation, monitoring and evaluation need to be further developed.

33. A policy will be adopted, in the field and at headquarters, to ensure that the terms of reference for all missions, including programming, design and evaluation missions, include: (a) specific mention of the need to collect, analyse and report gender disaggregated data; and (b) specific mention of the need to address gender issues. A number of field offices have already introduced this practice. UNDP executing agencies should also be approached to adopt a similar policy. Terms of reference, even where they include explicit reference to gender issues, should be supplemented by field office briefings and should be carefully monitored, since questionnaire responses indicate that, to address gender issues, explicit instructions have been ignored by missions and, at times, by Governments. In many field offices, the only activity undertaken related to women in development is the filling in of women-in-development project review forms. Too often this occurs after the project design is completed, or it is undertaken in preparation for project reviews but without subsequent discussion. In such cases, it is a pro forma activity rather than, as intended, an aide-mémoire to be used in the

course of project formulation, review or evaluation. For this reason, a significant number of field offices have noted its inadequacy.

34. In the Programme and Projects Manual (PPM) of UNDP the subject of women in development is addressed under the section entitled "Special Considerations on Projects". Women in development is not a special consideration; rather it is a needed reminder that communities, the target groups and beneficiaries of development assistance, are composed of both women and men, and that their respective and relative roles have to be taken into account throughout the project cycle. A sensitivity to gender issues is a means of improving development efficiency. The Administrator intends to review all manuals and other procedural documentation to ensure that gender issues are included appropriately in each section or document. These amendments will replace the women-in-development project review forms and will remove the issue of women in development from the category of a special consideration on its integration throughout the appropriate documentation.

35. Perhaps the most effective support that can be given to field offices both for programme development and for project assistance is technical expertise in women in development. The Division for Women in Development is placing increasing importance on field level consultations and assistance. This assistance may be provided directly by division staff, but more frequently it will be in the form of assistance in identifying appropriate experts and consultants and in the formulation and monitoring of their missions. The practice of including a person specializing in women in development or of including gender sensitivity as a requirement for other technical experts is being increasingly adopted by headquarters units, including the special funds, and by field offices. Its effective use is facilitated by the compilation of rosters containing experts in women in development or which indicate the gender sensitivity of sectoral and technical experts.

36. The Administrator is examining ways of helping field offices to identify, and where necessary to finance, expertise in women in development both for the preparation of the next country programme and for the identification, formulation, monitoring and evaluation of projects as a means of increasing the gender sensitivity of UNDP operational activities.

C. Inter-agency co-ordination and collaboration

37. Inter-agency co-ordination and collaboration occurs at the headquarters level through the mediacy of the Inter-agency Meeting on Women of the Administrative Committee on Co-ordination (ACC), the Sub-group on Women in Development of JCGP and bilaterally between women-in-development advisers and units of operational bodies and agencies. These mechanisms facilitate joint activities and information exchange. There is, however, a need to determine how the women-in-development headquarters units can interact to improve and monitor the gender sensitivity of operational activities. It is planned to address this issue during 1990.

38. Increasingly, inter-agency groups on women in development are being established at field level. Some of these groups have requested assistance in drawing up their terms of reference and in determining the most effective ways of operating at the field level. These issues are addressed to a certain extent in a recent report of the 1989 United Nations Inter-agency Mission on Women in Development in Pakistan, entitled "The UN System in Pakistan and WID". The Division for Women in Development will provide more support and assistance to these groups in order to strengthen their effectiveness.

D. Policy development

39. The operationalization of the UNDP mandate on women in development through policy directives, and the identification and operationalization of emerging issues of relevance to women and development are an important part of the work of the Division for Women in Development as well as of the regional bureaux. The UNDP mandate on women in development prevents the organization from supporting any initiatives or institutions where discrimination against women is institutionalized. Directives covering such situations will help to make the mandate more operational.

40. The attention of the international community is continually drawn to issues particularly affecting women: the environment, poverty, the human immunodeficiency virus (HIV) epidemic, economic factors and inadequate statistical systems. The implications of these issues for UNDP operational activities need to be determined and assistance provided to field offices and other UNDP programmes to ensure that they are adequately addressed in technical co-operation. The Division for Women in Development, through the Sub-Group on Women in Development of JCGP and in response to Governing Council decision 88/27 of 1 July 1988, has commissioned a paper on the operational implications of recent analyses of the impact of structural adjustment on women. Work has also been initiated in other areas. The capacity of the Division for Women in Development to provide services such as these on a continuing basis will, however, be contingent on the level of its staff resources.

E. Institutional capacity of UNDP

41. The institutionalization of the UNDP mandate on women in development centres on two initiatives: the creation of a network of focal points for women in development and the establishment of the Division for Women in Development.

42. The network of focal points for women in development was established to help UNDP to integrate a concern for women, along with men, in all its development efforts. The focal points were not meant to have responsibility solely for women-specific projects. Nor can they be responsible for ensuring that gender concerns are addressed throughout the programming cycle and for all projects. All programme staff, national and international, male and female, need to be competent to treat women in development as a professional concern.

43. The responsibility of managers, both in the field and at headquarters, is to monitor and evaluate staff performance in this matter along with all other criteria of professional competence as well as to advise and assist staff with on-the-job training in gender sensitivity. The responsibility of the focal points for women in development can be reformulated as: (a) the collection and dissemination of documentation on women in development, including research studies, statistics and other reference material; (b) the identification of national and international consultants or technical experts on women in development with expertise on the subject and the creation of a consultant's roster; (c) networking with women's organizations, researchers on gender issues, national women's machineries and interested individuals; (d) the focal points for inquiries about the UNDP mandate on women in development and related activities; (e) the facilitation of inter-agency co-ordination and collaboration with other multilateral, bilateral and non-governmental donors; (f) the identification of gender-related operational issues or problems and their discussion with other staff and headquarters; and (g) where qualified, the provision of advice and assistance to other staff on gender-related conceptual, methodological and operational issues. The overall responsibility for the operationalization of gender concerns rests with the resident representative or the bureau director who must set the tone for commitment to any policy matter.

44. The need for additional staff for the Division for Women in Development was noted in the Administrator's report to the Governing Council at its thirty-sixth session (DP/1989/24) and continues as a constraint on the range of activities that can be undertaken. As a result, the 1990 work programme of the Division places emphasis on the provision of support to field offices but even with this narrowed focus, the demand for assistance exceeds the resources of the Division to respond. Consequently, other tasks will have to receive lower priority.

Notes

1/ United Nations Development Programme (London, Oxford University Press, 1990.



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POLICY

PROGRAMME IMPLEMENTATION

IMPLEMENTATION OF DECISIONS ADOPTED BY THE GOVERNING COUNCIL
AT ITS PREVIOUS SESSIONS

Environmental dimensions of development: commitment and
progress in 1989

Report of the Administrator

SUMMARY

The present report is submitted in response to Governing Council decision 89/28 of 30 June 1989, entitled "Environment", and concerns the implementation of that decision in 1989 and early 1990. It also highlights actions planned for 1990 and 1991, including those addressing directly and/or indirectly General Assembly resolutions 44/227 and 44/228 of 22 December 1989. An integrated view of development and environment provides the framework for the implementation of the environmental strategy of the United Nations Development Programme (UNDP), which reflects the priorities of countries at the national, regional, and global levels. The constraints and opportunities offered by the environment are to be considered in all stages of the programme and project cycles with a view to optimizing development objectives.

Actions undertaken between July 1989 and early 1990 are reviewed, with emphasis on a five-step plan to operationalize sustainable development in UNDP activities. Specific activities such as the Sustainable Development Network (SDN) and the interactive development and training process of establishing Environmental Management Guidelines (EMG) for integrating environmental concerns into the development process indicate areas of potential funding from the fifth cycle Special Programme Resources (SPR). The Guidelines also stress the promotion of

grass-roots and independent sector participation and the full integration of women and women's non-governmental organizations.

Collaboration by UNDP with agencies of the United Nations system in general and in support of the United Nations Conference on Environment and Development (UNCED) in particular is outlined. The tripartite partnership between the United Nations Environment Programme (UNEP), the World Bank and UNDP in launching a Global Environmental Facility (GEF) by the end of 1990 in order to provide additional concessional funding to both middle- and lower-income countries is also reviewed.

Lastly, the statistical analysis (annex III) indicates that as of the end of 1989 more than \$US 500 million is allocated to environmental activities, including those referred to in paragraphs 12 and 15 of General Assembly resolution 44/228 and in paragraphs 6-9 of the resolution adopted by the Preparatory Committee for UNCED (A/44/48, para. 56). Moreover, the data also reveal that there has been a significant increase in environmental projects approved by the Action Committee in 1989 as compared to 1988. Based on an expanded definition of environmental projects proposed in this report, nearly one quarter of UNDP's activities approved by the Action Committee during 1989 are reasonably classified as environmental.

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I. INTRODUCTION

1. The Administrator presents this report in response to Governing Council decision 89/28 of 30 June 1989, entitled "Environment". In that decision the Council welcomed the strategy summarized in the report of the Administrator entitled "Environment: trends and perspectives" (DP/1989/63); requested the Administrator to implement the activities as outlined in the report; and further requested him to report thereon to the Council at its thirty-seventh session (1990). The present report also addresses General Assembly resolutions 44/227 and 44/228 of 22 December 1989.
2. An integrated view of development and environment provides the framework for the implementation of an environmental strategy which reflects the priorities of countries at the national, regional and global levels. Moreover, the sustainable development concept articulated in the report of the World Commission on Environment and Development ^{1/} is being adapted through activities supported by the United Nations Development Programme (UNDP) to reflect operationally and adequately the unique conditions and priorities of developing countries, and thus to contribute to equitable economic development and the amelioration of critical poverty. This process would include, among other things, the provision of additional concessional resources for the transfer of environmentally sound technologies to the developing countries.
3. In this report, emphasis is placed on outlining specific progress made since July 1989 in implementing UNDP's environmental strategy and in highlighting both the actions already undertaken in 1990 and those that will be carried out in 1991. It is useful, therefore, to refer to the 1989 report of the Administrator (DP/1989/63) while considering the present report, since every effort has been made to avoid repetition of the comprehensive 1989 report. UNDP's response to General Assembly resolution 44/228 and the organizational session of the Preparatory Committee for the United Nations Conference on Environment and Development (UNCED) (Brazil, 1992), held in New York from 5-16 March 1990, is also highlighted in this report. In this context, active collaboration with the agencies of the United Nations system, within the framework of the Designated Officials on Environmental Matters (DOEM) under the leadership of UNEP, is being pursued vigorously in support of the preparatory process for the 1992 Conference. UNDP's collaboration with the regional commissions and with the regional development banks is an integral part of the international support to be given to Governments for participation in the 1992 Conference and in the implementation of the follow-up actions. UNDP is also in close consultation with independent sector organizations concerned with sustainable development regarding their possible contributions to the preparatory processes and the Conference itself.
4. Lastly, the Administrator has pursued the promotion of UNDP's environmental strategy through management actions and major public statements - for example, addresses before the Second Committee at the forty-fourth session of the General Assembly on 25 October 1989, ^{2/} at the Global Survival Forum in Moscow in January 1990 and at the Workshop on Environmental Economics held in Washington, D.C. in January 1990. In these important addresses he outlined the

challenges to the United Nations system, particularly UNDP, and how it will respond to them as goals are set to attain environmentally sound development during the last decade of this century and as the international community prepares to face the opportunities for action in the twenty-first century.

5. The Governing Council's consideration of the present report and the policy guidance it will provide should enhance the ability of UNDP to implement the environmental strategy as that strategy continues to adapt to the changing needs of the developing countries and to the global imperatives.

II. REVIEW OF ACTIONS UNDERTAKEN IN 1989 AND EARLY 1990

A. Management and administrative actions summarized

6. UNDP has continued to streamline and strengthen overall field and headquarters capacity to deal effectively with the environment, including improving the internal efficiency of policy, technical and management support from the Bureau for Programme Policy and Evaluation (BPPE) and the regional bureaux.

7. In summary, the above comprises five distinct elements:

(a) Institutional adjustments and actions at headquarters, including consolidation of the policy co-ordination and promotional role of the Environmental Action Team;

(b) Awareness promotion resulting in intensified action at country and subregional levels, attained through the Special Programme Resources (SPR), indicative planning figure (IPF) and trust fund-supported Workshops on Environment and Sustainable Development and emphasis on field office co-operation with non-governmental organizations (NGOs);

(c) Initiating the establishment of the Sustainable Development Network (SDN) at the country level;

(d) Formulation of Environmental Management Guidelines (EMG) in an interactive manner to provide a systematic framework for integrating the environmental dimension in programming and in project design;

(e) Introduction of EMG to field offices in a bottom-up process of training and participation in their actual use.

Details of these initiatives follow in section C and annexes I and II.

B. Reassessment of the UNDP definition of environmental projects

8. The definition of environmental projects introduced in the 1989 report of the Administrator (DP/1989/63) has been reviewed for its relevance to the sustainable development concept as applied in EMG, and in reference to the views expressed by some members of the Governing Council at the time the 1989 report of the

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Administrator was discussed. This definition, here referred to as Type A, is still regarded as a useful description of environmental projects and will be maintained as such. However, to broaden the reporting on sustainable development in an environmental sense it is necessary to embrace also the human living environment and development planning, which are considered as environmental projects in the context of EMG. (For details see annex III.)

9. Annex III contains definitions of three categories of projects which can be identified as environmental. Of the three definitions, the first, known as Type A, provides a more restrictive definition of environmental activities. Types B and C, however, increasingly broaden the range of activities which can be defined as environmental. The summary table below provides data against each of the three definitions for projects approved in 1989 by the Action Committee and also for those projects ongoing in 1989. Data for 1988 are also provided for Type A projects.

10. It may be concluded from the summary table that there has been a significant increase in 1989 over 1988 in directly comparable environmental projects approved by the Action Committee. The ongoing project portfolio shows a trend towards a higher proportion of environmental projects. Using the expanded definition of environment-related projects, nearly one quarter of UNDP's activities may be classified as contributing positively towards environmentally sound and sustainable development.

Summary table of environmental priorities in UNDP's
project portfolio

	Ongoing in 1988	Approved by Action Committee a/ 19881989		Ongoing in 1989 (not deducting projects possibly completed during 1989)
Type A - Environmental projects:				
Number (Percentage of total projects)	402 (7%)	43 (9%)	70 (15%)	472
Millions of US\$ (Percentage of total)	299 (8%)	50 (7%)	101 (13%)	400
Type B - Likely environmental projects:				
Number (Percentage of total)	-	-	21 (5%)	-
Millions of US\$ (Percentage of total)	-	-	29 (4%)	-
Type C - Potential environmental projects:				
Number (Percentage of total)	-	-	22 (5%)	-
Millions of US\$ (Percentage of total)	-	-	45 (6%)	-
Total environmentally relevant projects:				
Number (Percentage of total)	-	-	109 (23%)	-
Millions of US\$ (Percentage of total)	-	-	175 (23%)	-

a/ Approvals by the Action Committee cover only projects above \$700,000.

C. Five-step plan towards operationalizing sustainable development in UNDP activities

11. First, UNDP has aimed at integrating environmental considerations into all levels and facets of the organization's operations through the consolidation of the Environmental Action Team in a co-ordinating role between regional bureaux, funds and divisions. With a co-ordinating body rather than a specialized division at headquarters responsible for initiatives to further sustainable development, environmental consciousness permeates all levels and all phases of work in UNDP's widespread organization. The 18-minute video entitled "Borrowed from Our Future", screened before the Governing Council at its thirty-sixth session, is being used in training and public information. A discussion leader's guide has been formulated to accompany the video as it is distributed to all field offices.

12. Secondly, awareness and action of an environmental nature have been promoted at the field level through a series of Workshops on Environment and Sustainable Development. Since July 1988, 70 countries have participated in environmental and sustainable development workshops. Workshop themes have been country-specific and generally directly relevant to national environmental circumstances. Countries which had previously formulated national development strategies that included environmental concerns frequently had subject-specific workshops, while those countries which had not yet fully incorporated environmental criteria in their development goals had workshops that raised the level of environmental issue awareness and identified national policy options and actions. As is appropriate in the complex environmental field, the workshops, by necessity and design, involved a diverse group of participants including representatives of several environment-related ministries, NGOs, academics, journalists, industrialists, UNDP and other multilateral agencies. The workshops resulted in the production of final reports, recommendations for future action and indications of intent to follow up on the recommendations made. For example, the workshop in Tunisia has led to preparations for a UNDP/World Bank donors' meeting on environment which is tentatively planned to take place in Tunisia in June 1990. In nearly all countries, UNDP is assisting and supporting government initiatives in these areas. In some cases, subregional workshops were held either because of the relatively common nature of the environmental subject-matter covered, or because of the small size of the countries concerned (e.g., in the South Pacific and Caribbean regions).

13. UNDP's third significant management initiative of an environmental nature in 1989 was to present the idea of the Sustainable Development Network (SDN) in which the 113 field offices will become focal points to promote and manage programmes for sustainable development in each country. The network has been initiated and sponsored by UNDP with the involvement of UNEP and other parts of the United Nations system. It will strengthen the governmental and independent sector institutional, professional, scientific, technological and human resource capacities of developing countries to enable them to manage more effectively their own needs for environmentally sound and sustainable development and to participate more fully in international co-operation, including the United Nations Conference on Environment and Development in 1992 and implementing recommendations emanating from it. SDN will be designed to complement and reinforce other networks that are already in place to fill gaps that prevent the collection of relevant information

and the dissemination of such information within and between countries. Annex I presents a note attached to the Administrator's letter of 27 February 1990 to all resident representatives on the subject.

14. Fourthly, UNDP's Environmental Management Guidelines (EMG) were formulated in 1989 as a response to Governing Council decision 89/28 and in accordance with paragraph 46(f) of the report of the Administrator (DP/1989/63). The Guidelines will assist UNDP staff in incorporating the principles of environmental management and sustainable development in their daily activities, particularly in their efforts to promote the process of development. The intent is to provide a framework and methodology which will enable the users to identify the opportunities and constraints encountered in the environment when pursuing economic and social development objectives. EMG also address the programming and project cycles by introducing the concepts of "Environmental overviews" and "Environmental check-points". Essentially EMG consist of two parts - promotional and operational. The Guidelines are being formulated interactively by a consultant, UNDP's Environmental Action Team, field staff and government and United Nations system personnel.

15. Finally, EMG are being implemented through a process approach. Following testing and trial application in a select number of pilot countries in programming and project design, supplemented by comments from relevant staff and associated professionals, the Guidelines will be revised and an extensive training programme will begin. Through regional workshops and national seminars, the Guidelines will be introduced and explained to field staff and government officials in all UNDP offices. The key concept here is to accomplish a change in "business as usual" attitudes. Further details of the EMG activities and approach are contained in annex II.

16. The United Nations Capital Development Fund (UNCDF) and the United Nations Revolving Fund for Natural Resources Exploration (UNRFNRE) are also integrating environmental considerations into their operations. In providing small-scale capital assistance to the least developed countries (LDCs), UNCDF has already internalized the environment factors in its programme approach. The environmental dimension is considered in the formulation, appraisal and evaluation of each project, as spelled out in the UNCDF Programme Operations Manual. UNCDF also provides support to environmental development efforts and other environment-related projects, and mobilizes community participation and NGOs at the grass-roots level to arrest environmental degradation within the framework of project activities. Environmental guidelines are being prepared by UNRFNRE, drawing upon experience gained during the EMG formulation.

D. Environmental focus of UNDP activities

17. UNDP's overall approach and priorities may be illustrated by drawing from the Administrator's public statements, in which he stressed, *inter alia*, that (a) sustainable development must provide the link for expanded international co-operation between developed and developing countries which is people-centred and results in equitable economic growth and development and in poverty alleviation;

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(b) substantial additional financial resources on a concessional basis must be made available by developed countries to fund programmes and projects in support of global environmental concerns; (c) transfer of environmentally sound technologies and practices to developing countries, on concessional terms when required, is of critical importance; and (d) institution-building is an integral part of country-based human development strategies to strengthen economic management capacity and to reorient the approach of private and public investment.

18. More specifically, the current cycle of UNDP projects and programmes reflects the differing environmental priorities of the countries. These priorities include: transfer of technologies in the areas of urban transport, renewable energy sources, coastal management, combating desertification, sustainable management of humid tropical forests (including biodiversity), maintaining soil productivity (including low energy-intensity agriculture), management of solid and liquid wastes, phasing out and replacement of chlorofluorocarbons (CFCs), biotechnology, instrumentation for atmospheric data collection and analyses, use of economic analysis techniques and natural resources accounting.

19. Finally, special reference should be made to the work of the United Nations Sudano-Sahelian Office (UNSO) - the specialized entity within the UNDP system for environmental issues concerning drought and desertification in the Sudano-Sahelian region. While supporting a portfolio of projects dealing with the management, protection and enhancement of the natural resource base in 22 countries, UNSO has also intensified assistance to Governments in the planning, co-ordination and monitoring of activities in this area. Detailed information on these activities is contained in the Administrator's report on UNSO to the Governing Council at its thirty-seventh session (DP/1990/61).

E. Highlights of specific actions

20. The actions highlighted in this section serve to illustrate some of the major thrusts of the environmental strategy, as well as to suggest areas for potential funding from the fifth cycle SPR (see the report of the Administrator on preparations for the fifth programming cycle and net contributor status (DP/1990/43)). UNDP, with joint bilateral grant funding, provides assistance to the People's Republic of China to identify the technological and financial implications that would arise if China were to comply with the Montreal Protocol on Substances that Deplete the Ozone Layer (1987) and the possible strengthening of the Protocol. A similar initiative is foreseen for Egypt and possibly Mexico.

21. A pilot project has been prepared in the Dominican Republic in order to test the concept of mobilizing youth in support of environmental activities. This project will employ youth in manual labour and management efforts to carry out urban solid waste collection, handling and resource recovery in the capital city.

22. The regionally oriented Africa 2000 Network focuses on grass-roots and community-level participation and the strengthening of research and training institutes, including emphasis on local NGOs and women, in the promotion of development that is environmentally sound. This programme, amounting to

\$US 25 million of extrabudgetary funding, is now being adapted to other regions. For example, the project on the Latin America Environmental NGO Network aims at strengthening the capacity of NGOs to address critical issues of environment and development. This network will serve as a basis for facilitating the exchange of information among NGOs, government agencies, private businesses, academic institutions and the general public.

23. In collaboration with the World Meteorological Organization (WMO), steps have been taken to strengthen national and regional capabilities to assess climate and climate change through the implementation of climate computer (CLICOM) and background atmospheric pollution monitoring and (BAPMON) systems. This standardized microcomputer system and network of baseline stations are in direct support of the national institutions and scientists responsible for climate assessment as well as regional and international efforts to fill significant gaps in the global observational system for assessment of "greenhouse" gases and ozone trends in the atmosphere.

24. UNDP has given vigorous support to regional efforts of adapting the Brundtland Commission report 1/ to specific geographical and cultural settings and of assisting governments to formulate national action plans which may also contribute to their participation in the United Nations Conference on Environment and Development. For example, UNDP supported in part the African Regional Conference on Environment and Sustainable Development which resulted in the Kampala Commitment in June 1989. The Asia and Pacific region is supporting preparations for the regional ministerial-level conference on the environment through a programme implemented in collaboration with the Asian Development Bank and the Economic and Social Commission for Asia and the Pacific (ESCAP) intended to help define elements to be included in sustainable national development strategies for the countries of the region.

25. Under the sponsorship of UNDP and the Inter-American Development Bank, a Commission of Latin America and the Caribbean on Development and the Environment, composed of eminent persons and distinguished scientists, is preparing a report to contribute to articulating an agenda on development and environment of Latin America and the Caribbean. At the request of the Ministers for Foreign Affairs of the countries signatories to the Treaty for Amazonian Co-operation at their 3rd meeting, held in Quito, Ecuador, from 6 to 8 March 1989, UNDP is establishing a portfolio of regional projects for Amazonian co-operation, which include, among others, Support to the Amazonian Botanical Research in Member Countries of the Treaty for Amazonian Co-operation, Support to the Association of Amazonian Universities (UNAMAZ), and Tropical Rain Forest Sustainable Management and Hydrological Balance in the Amazon Region. The principle guiding these projects is to assist the countries' efforts in better understanding the Amazon ecosystem and to identify new uses of biological resources to meet the needs of local economic development goals while preserving the environment. Similar support activities are also being undertaken in the Africa region and the Arab States and Europe region. In the latter region UNDP is supporting the Governments in their effort to establish a centre for research and development on the environment and sustainable development - Arab Academy on the Environment - which was endorsed at a high-level seminar on "Sustainable Development in the 1990s: UNDP's Role in the Arab Region",

held at Cairo from 17 to 19 March 1990. In preparation for the United Nations Conference on Environment and Development, the Regional Bureau for Arab States and Europe is organizing in the last quarter of 1990 an expert group meeting on development and environment which will provide proposals for integrating environmental aspects into the country and regional programmes, as well as contribute to the organization of the regional conference to be held in 1991. UNDP is also collaborating with the World Bank and other organizations in the Mediterranean Environmental Technical Assistance Programme (METAP), which is designed to promote investment in support of environmentally sound activities in the region.

26. During the World Conference on Education for All in Jomtien, Thailand, from 5 to 9 March 1990, over 300 conference delegates and observers participated in a round table on environmental education. The Round Table, a co-operative effort of four United Nations agencies - the United Nations Environment Programme (UNEP), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Children's Fund (UNICEF) and UNDP - was led by UNDP and focused on the importance of the environment as a key public issue and its place in basic learning, as well as the problems faced by formal and non-formal educational settings in getting environmental concepts incorporated into an individual's make-up of attitudes and actions.

27. Round-table follow-up activities began shortly after the Jomtien Conference. UNDP is in the process of preparing a short document on environmental education which will be widely distributed as background information. From both the round table and the environmental workshops (see para. 12), it is evident that environmental education is emerging as a national priority concern. More than 60 countries which participated in SPR-supported workshops on environment and sustainable development identified environmental education as a critical area which needed to be strengthened. Accordingly, an intercountry project is being designed to improve, and in some cases create, environmental education programmes in the formal and non-formal sectors. NGOs and women will be among the key participants. UNDP already supports a \$US 7 million regional project for environmental education covering over 900 secondary schools in the Sahel countries.

28. UNDP is co-financing and contributing together with UNEP to the report entitled World Resources 1990-91: A Guide to the Global Environment, to be issued by the World Resources Institute (WRI) in June 1990. This has served to place the perspective of developing countries in a more central position and will present world-wide natural and human resources data useful for developing and developed countries. UNDP will disseminate the report in developing countries through its field offices.

29. Tropical Forestry Action Plans (TFAPs) have been requested by 75 Governments. At present 29 TFAPs are in progress. UNDP is the lead financing agency for 22 plans and is in partnership with other agencies for an additional 31 TFAPs. These plans emphasize the role of people's participation and gender issues as they relate to the causes of forest destruction and the potential for future sound comprehensive management. The TFAPs aim at attaining sustainable management of tropical forests and giving necessary attention to the rights of indigenous people and other transboundary issues.

III. PERSPECTIVES: 1991 AND BEYOND

30. Continued effective implementation and follow-up of the activities outlined in sections I and II of this report will facilitate the integration of the environment and sustainable development into the fifth cycle country and intercountry programmes which will be presented to the Governing Council at its thirty-eighth and thirty-ninth sessions. Collaboration with and support of development and environmental NGOs and of grass-roots organizations will be intensified, as well as expanded incorporation of gender issues and youth into the programmes and projects directly and/or indirectly concerned with the environment and sustainable development. These and other activities outlined in the report will be monitored in order to ensure that they generate the planned results.

31. UNDP will intensify specific collaboration with agencies of the United Nations system, especially UNEP, and with the multilateral financial development institutions and the regional commissions. Its participation in the intergovernmental and inter-agency organs concerned with development and environment, climate change, mobilization of financial resources to address global environmental concerns and environmental aspects of development, and preparation for the United Nations Conference on Environment and Development will also be intensified. The introduction by DOEM and the Consultative Committee on Substantive Questions (Operational Activities) of system-wide environmental guidelines into the United Nations system, which will draw upon UNDP's EMG, will be pursued in support of Governments wishing to integrate natural resource economic criteria and environmental accounting into development planning and micro- and macro-economic management. Applied research undertaken by the World Institute for Development Economics Research (WIDER) of the United Nations University, supported by UNDP, will contribute to the above and to sharpening the operational content of the sustainable development concept, as well as adapting it to the unique conditions and priorities of developing countries.

32. UNDP will continue to collaborate with UNEP and the World Bank in launching a pilot Global Environmental Facility (GEF), and in participating in its management and operations in order to provide additional concessional funding to both middle- and lower-income countries. This partnership will involve a sharing of responsibilities whereby UNEP will provide overall policy guidance and assist as a clearing-house, and UNDP and the World Bank will be responsible for operations at the country and regional levels of the technical co-operation and pre-investment phases, as well as capital investment activities, respectively. It will also provide a framework and vehicle for obtaining operational experience with funding environmental aspects of development, and for innovative collaboration and complementary financing arrangements involving NGOs, private and public entrepreneurs, bilateral and multilateral agencies and Governments. While comprehensive and more permanent institutional arrangements are formulated and negotiated preparatory to the 1992 Conference in Brazil, this facility, initially funded voluntarily, would contribute to building confidence and mutual trust between developed and developing countries through concrete actions and the accumulation of practical experience. These actions would include, inter alia, financing for phasing out and replacing CFCs in developing countries as called for by the Montreal Protocol on Substances that Deplete the Ozone Layer.

33. UNDP has been contributing to the evolution of such financial mechanisms and to obtaining initial operational experience through several studies and programmes such as a report issued by the World Resources Institute in September 1989, Natural Endowments: Financing Resource Conservation for Development; the Energy Sector Management Assistance Programme (ESMAP); and CFC studies in the People's Republic of China and in Mexico. The Development Committee of the Bretton Woods institutions will review GEF in May 1990. The outcome of this review and expected decisions concerning financial aspects of the Montreal Protocol will be summarized in the oral introduction to the Administrator's report at the thirty-seventh session of the Governing Council.

34. UNDP's 113 field offices, supported by the management and technical staff at headquarters, will respond effectively and creatively to the needs of governments at the country and regional levels in their preparations for participation in the United Nations Conference on Environment and Development (Brazil, 1992) and to strengthen their capacity to implement the follow-up actions. As already indicated in UNDP's statement to the Preparatory Committee for the Conference at its organizational session (see document A/44/48 of 20 March 1990), UNDP will also provide the fullest co-operation to the secretariat of the Conference and through it to the Preparatory Committee. Special attention will be given to facilitating effective participation in the preparatory process and in the Conference by development and environmental NGOs in developing countries; this will also contribute to their mobilization for implementing follow-up actions. Effective participation by women and youth, as well as by relevant national policy research institutions, entrepreneurs and the scientific community, will also be the focus of technical co-operation preparatory to the 1992 Conference. The UNDP Division for Non-Governmental Organizations and Division for Women in Development are prepared to undertake special activities in support of the above, which will also be reinforced by SDN (see para. 13).

35. More than \$US 500 million has been allocated to projects targeted at the areas of concern listed in paragraphs 12 and 15 of General Assembly resolution 44/228 and in paragraphs 6-9 of the resolution adopted by the Preparatory Committee for the United Nations Conference on Environment and Development (A/44/48, para. 56). These areas of concern will also be reflected in the overview of the activities of the United Nations system to be considered by the Preparatory Committee at its first session to be held in Nairobi from 6 to 31 August 1990. UNDP will focus on contributing especially to the issues concerned with the full integration of development and environment, strengthening the technical and scientific human resources and policy frameworks required at the country level to manage effectively the use of natural resources and environmental technologies, transfer of known technology and required research and development, and mobilizing finance for the environmental aspects of development.

Notes

- 1/ Our Common Future (Oxford University Press, New York, 1987).
- 2/ See A/C.2/44/SR.21, paras. 1-3.

Annex I

NOTE ON THE SUSTAINABLE DEVELOPMENT NETWORK AND ACTIONS
REQUIRED BY RESIDENT REPRESENTATIVES

1. The concept of the Sustainable Development Network (SDN), which is still evolving, aims at defining and linking in a network those governmental, non-governmental, grass-roots and entrepreneurial organizations and institutions in the country that could benefit and/or contribute to economic and social development that is sustainable and environmentally sound. This network would be supported and serviced by the office of the resident representative, serving as a focal point, with policy and technical support from the regional bureaux and the Bureau for Programme Policy and Evaluation (BPPE) at headquarters. It will draw on national expertise through the non-governmental organizations (NGOs) and the Development Support Officer (DSO) schemes. Subregional and regional networks of institutions with sustainable development expertise will be linked in a network with similar centres in other developing and developed countries. Eventually all of these national and regional networks can be linked in one international network.
2. The first step should be to identify, in consultation with the Government, the main institutions in the country directly and/or indirectly concerned with the environment and sustainable development including NGOs, private policy research organizations and so forth. For each institution identified, the resident representative will collate information about its legal character, its main mission, number of professional staff, how it is funded, and what additional support it requires in order to be able to function more effectively. A draft letter to the institutions concerned and a questionnaire have been provided to the resident representatives and may be modified to meet specific country requirements.
3. National expertise should be used as required to facilitate the work of the field office in identifying the institutions which might be interested and able to participate actively in such a network. It would also be useful to obtain the views of the government, agencies of the United Nations system (especially members of the Joint Consultative Group on Policy), and major bilateral agencies, which together with the resident representative's own assessment will provide valuable inputs for the establishment of SDN.
4. The information contained in the questionnaires should be forwarded by mid-May 1990 to the regional bureaux, with a copy to BPPE: Attention Environmental Action Team. The data will be analysed by the environmental focal points in the regional bureaux in collaboration with BPPE, with a view to identifying how UNDP can respond in providing the additional resources required for the effective management and operation of each country's SDN. An assessment will also be made as to how best to ensure that institutions within the network have access to existing information and data sources and systems.

Annex II

UNDP GUIDELINES FOR ENVIRONMENTAL MANAGEMENT AND
SUSTAINABLE DEVELOPMENT

OR

UNDP'S ENVIRONMENTAL MANAGEMENT GUIDELINES (EMG)

1. The development of these guidelines is being carried out through a process of participatory consultations at headquarters and field levels. The process is dynamic and the document title as well as the publication format keeps changing through an interactive process of which the draft January 1990 EMG version is the first step. The approach of the United Nations Development Programme (UNDP) EMG consists of focusing on environmental management, seeking solutions to potential problems, and identifying environmental opportunities. The UNDP EMG attempts to:

(a) Promote an environmentally sound development process by making use of environmental management and sustainable development principles from project conceptualization onwards;

(b) Identify opportunities for the environment;

(c) Emphasize environmental management over environmental assessment;

(d) Uncover opportunities to enhance environmental conditions through cross-sectoral planning, giving special attention to women's issues and consideration of basic needs;

(e) Emphasize the need to identify alternative solutions to project implementation rather than the identification of environmental problems;

(f) Incorporate economic principles in environmental protection activities and programmes;

(g) Identify areas of potential environmental dispute and provide alternatives for their resolution.

2. The UNDP EMG present various techniques primarily for environmental management and to a lesser extent for environmental assessment. As each technique has advantages and limitations, the UNDP EMG do not recommend the use of one particular technique, but instead provide information on existing alternatives, thus leaving the decision regarding selection of the most appropriate technique(s) to the managers of specific projects/programmes. The Guidelines are developmental rather than technical and are designed for use by non-technical users. Relevant technical guidelines by other United Nations agencies and financing institutions will be referenced and may be made available to field offices as required through, e.g., the facility of the Sustainable Development Network (SDN). This network will also assist in identifying relevant technical expertise that might be needed to address specific specialized issues.

/...

3. The Guidelines are aimed at influencing the thinking of their target group, that is, project designers and programme managers. They are not designed as a check-list of a procedural nature. UNDP considers it vital to convey the understanding of project and country specificity that typifies environmental issues in a developmental setting.

4. EMG pose specific questions which should give rise to specific and pragmatic answers. Examples of such questions include:

(a) What is meant by the inclusion of the environmental dimension in the process of economic development?

(b) What is the difference between the concepts of development and environmentally sound development?

(c) What is sustainable development and how do you implement this concept?

(d) Can environmental sacrifices justify short-term gains?

(e) What can be done about controversial environmental sciences?

The training process will address such questions among others contained in EMG to assist staff in seeking relevant answers in the appropriate settings.

Annex III

UNDP'S EXPANDED DEFINITION OF ENVIRONMENTAL PROJECTS

1. The definition introduced in the report of the Administrator of 8 May 1989 to the Governing Council (DP/1989/63, para. 9) for future use in trend analysis and for programming reads:

"Environmental projects are defined as those falling under any ACC sector classification that are specifically directed at achieving environmentally sound and sustained development, protecting the natural biological diversity and functioning of ecosystems, rational management of natural resources and their conservation, reducing environmental degradation, and/or rehabilitating and restoring degraded ecosystems."

2. With this definition as a basis, the reporting on statistics has been reassessed to include more comprehensively environmental projects of a human living and development planning nature that are being promoted via the United Nations Development Programme (UNDP)/Environmental Management Guidelines (EMG).

3. This reassessment, then, results in three groups of environmental projects, namely:

Type A: As defined above and in the report of the Administrator (DP/1989/63);

Type B: Likely environmental, in a socio-cultural sense, including such projects for which it is reasonable to assume that the quality of human life will improve through more sustainable living conditions socially and culturally. Included here are projects with explicit environmental/sustainable development components in areas like education, women in development and public administration. Sample project types are:

- (a) Health/disease control;
- (b) Water/sanitation;
- (c) Human resources development;
- (d) Cultural heritage;

Type C: Potentially environmental in a developmental sense, including such types of projects which, carried out in an environmentally sound fashion, should be classified as sustainable, and/or contain substantial environmental components. Sample project types are:

- (a) Human settlements and urban management;
- (b) Pest control;

- (c) Development planning;
- (d) Land use planning and remote sensing;
- (e) Infrastructural planning;
- (f) Clean industry and benign biotechnology;
- (g) Productive sector projects with environmental components.

4. It is emphasized that the 1989 project data contained in tables A.1 and A.2 pertain only to projects approved by the Action Committee at headquarters, thus omitting all approvals of projects valued below \$700,000 taking place in field offices and at headquarters by UNDP-related funds. An analysis of all the 1,437 projects approved in 1989 has not been attempted. Accordingly, the analysis presented must be interpreted as merely indicative of a trend. In 1988 the Action Committee approved 456 projects, of which 43 projects (or 9.4 per cent) were classified as environmental, while in 1989 the number increased to 70 projects (or 15 per cent) out of a total of 467 approvals.

Table A.1. Environmental projects compared to total project portfolio,
by region and number of projects

	Africa	Arab States and Europe	Asia and the Pacific	Latin America and the Caribbean	Global and Inter- regional	UNSO	Total
(1) Environmental projects ongoing in 1988	100	74	128	40	14	46	402
(2) All projects ongoing in 1988	1 907	925	1 803	1 114	152	53	5 954
Percentage (1) of (2)	5.2	8	7.1	3.6	9.2	86.8	6.8
(3) Type A - environmental projects approved by Action Committee in 1989 ^{a/}	16	4	29	6	3	12	70
(4) All projects approved by Action Committee in 1989	158	53	166	55	23	12	467
Percentage (3) of (4)	10.1	7.5	17.5	10.9	13.0	100	15
(5) Type B - likely environ- mental projects approved by Action Committee in 1989	9	6	3	2	1	-	21
(6) Type C - potential environ- mental projects approved by Action Committee in 1989	6	4	11	1	-	-	22
(7) Sum (3) + (5) + (6)	31	14	43	9	4	12	113
Percentage (7) of (4)	19.6	26.4	25.9	16.4	17.4	100	24.2

^{a/} Approvals by the Action Committee cover only projects above \$US 700,000.

...

Table A.2. Environmental projects compared to total project portfolio, by region

(Millions of United States dollars)

	Africa	Arab States and Europe	Asia and the Pacific	Latin America and the Caribbean	Global and inter-regional	UNSO	Total
(1) Environmental projects ongoing in 1988	69	31	110	10	12	67	299
(2) All projects ongoing in 1988	1 450	340	1 450	330	156	100	3 826
Percentage (1) of (2)	4.8	9.1	7.6	3	7.7	67	7.8
(3) Type A - Environmental projects approved by Action Committee in 1989 b/	21.3	5.4	44.3	6.3	5.4	27.2	109.9
(4) All projects approved by Action Committee in 1989	265.6	87.3	263.9	69.9	50.0	27.2	763.9
Percentage (3) of (4)	8.0	6.2	16.8	9.0	10.8	100	14.4
(5) Type B - Likely environmental projects approved by Action Committee in 1989	14.1	8.1	3.1	2.3	1.3	-	28.9
(6) Type C - Potential environmental projects approved by Action Committee in 1989	5.6	14.3	25.4	-	-	-	45.3
(7) Sum (3) + (5) + (6)	41.0	27.8	72.8	8.6	6.7	27.2	184.1
Percentage (7) of (4)	15.4	31.8	27.6	12.3	13.4	100	24.1

b/ Approvals by the Action Committee cover only projects above \$US 700,000.



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SUPPORT

PROGRAMME IMPLEMENTATION

Procurement from developing and underutilized donor countries

Report of the Administrator

SUMMARY

The present report is submitted in response to Governing Council decision 89/29 of 30 June 1989 and describes actions taken by the United Nations system to increase procurement from developing and underutilized major donor countries; to grant preferential treatment to suppliers from developing countries; to improve dissemination of advance information on business opportunities; and to provide improved statistical information on procurement and further actions that are planned. Procurement statistics for 1989 will be available after this report is written; consequently, the procurement data will be presented to the Council in a separate paper.

I. INCREASED PROCUREMENT FROM DEVELOPING AND UNDERUTILIZED
MAJOR DONOR COUNTRIES

A. General

1. In its resolution 44/211 of 22 December 1989 on the comprehensive triennial policy review of operational activities for development of the United Nations system, the General Assembly took the following decisions on the issues of procurement from developing and underutilized major donor countries:

"[2] Stresses the need to attach high priority to increasing substantially procurement from developing countries in order to promote collective self-reliance, while paying due respect to the principles of international competitive bidding, and, in this regard, emphasizes the importance for all parts of the United Nations system to set specific goals for increasing procurement from developing countries.

[22] Acknowledges the commitment to procurement from underutilized major donor countries and recommends the implementation of the relevant proposals of the Director-General in accordance with the principles of international competitive bidding."

2. The Administrator wrote to the heads of all the agencies emphasizing the need to improve procurement from developing and underutilized donor countries. The agencies were requested to provide feedback on the steps taken by them in response to General Assembly resolution 44/211 and Governing Council decision 89/29.

3. The Administrator also wrote to all the Resident Representatives requesting an all-out effort to increase procurement from developing countries, pointing to the following actions which have been supported by the Governing Council:

(a) Project documents should stipulate that, wherever possible, the executing agency be obliged to identify inputs which can be procured in developing countries;

(b) Project documents should also stipulate that project personnel (international and national) ensure that, to the extent possible, maximum inputs are provided from developing countries, due attention being paid to quality and availability of maintenance facilities, etc.;

(c) Project experts to be adequately briefed by the executing agencies on the need to increase procurement from developing countries;

(d) Efforts by UNDP and the executing agencies to be enhanced, through the sensitization of field offices and field personnel, to identify local sources for programme needs;

(e) When considering international suppliers, it should be investigated with them whether their goods and services can be provided by their subsidiaries in developing countries or other local companies with which they co-operate;

(f) When the purchase of indigenous goods is not practical, consideration should be given to the local procurement of imported goods, weighing advantages such as shortened lines of communication, reduction of paper work, reduced risk of damage, faster delivery, possibility of on-site inspection and, most important, availability of local service facilities.

4. Emphasis was also placed on providing the Inter-Agency Procurement Services Office (IAPSO) with complete and comprehensive procurement data on government-executed projects and advance information on business opportunities. The Resident Representatives were requested to advise IAPSO of the steps taken and their results, and to request recipient Governments to encourage procurement of goods and services locally and from other developing countries.

5. IAPSO moved its office from Geneva to Copenhagen effective 1 July 1989, the amended acronym IAPSO reflecting the change from "unit" to "office". The Administrator will report orally on the impact of this relocation to the Governing Council at its thirty-seventh session.

6. The Inter-Agency Procurement Working Group (IAPWG) is scheduled to hold its annual meeting in Tunisia from 7-11 May. For the first time, this event will take place in a developing country, and reflects the eagerness of the United Nations system to address the geographical imbalance in procurement by actively pursuing sources in developing countries themselves. As usual, the internal closed meeting will be followed by two days of business contacts with local and regional potential sources of goods and services. The subject of procurement will be discussed by IAPWG and the outcome will be included in the oral report to the Governing Council.

7. To assist IAPSO with the preparation of country-specific catalogues, the various organizations of the United Nations system provided details of their past suppliers in these countries. The catalogues of potential suppliers in specific countries in which studies were completed have been distributed to the field offices, the United Nations agencies, non-governmental organizations (NGOs) and bilateral aid organizations for their use.

B. Increased procurement from developing countries

8. During its forty-fourth session, the General Assembly again stressed the need to attach high priority to increasing substantially procurement from developing countries in order to promote collective self-reliance, and in this regard emphasized the importance for all parts of the United Nations system to set specific goals for increasing procurement from developing countries.

9. The heads of various United Nations agencies have reported that the following actions have been taken:

(a) In general, specific instructions have been given to their procurement staff, field experts, consultants and regional offices, to implement the steps supported by the Governing Council at its thirty-sixth session;

(b) Increased efforts are being made to ensure that comprehensive statistical data on procurement will be provided to IAPSO;

(c) To achieve more transparency in the procurement activities and attract additional potential supply sources in developing countries, the agencies will make further efforts to provide advance information on business opportunities for wide circulation;

(d) The terms of reference of consultants/project personnel will emphasize the need to review opportunities for project inputs from developing countries both during project formulation and implementation;

(e) Increased authority will be delegated to field offices and project personnel to procure locally goods and services funded under the projects;

(f) Procurement statistics should also incorporate data from NGOs which are funded by the United Nations organizations;

(g) A shortlisting format will be adopted for the systematic inclusion of suppliers from developing and underutilized donor countries;

(h) In respect of contracts for professional services, firms from developed countries invited to bid will be encouraged to enter into association with firms from developing countries; should the evaluation of bids show that two or more bidders have submitted equally good offers, preference will be given to the bidder who proposes to be associated with a firm from a developing country.

10. Judging from the replies received, there is no doubt that all agencies have been sensitized to the need for increased procurement from developing countries. However, significant changes in overall procurement trends may take time to emerge. The initiatives described in this report are part of a continuing process which also calls for an active role by the recipient countries themselves along with efforts of the United Nations system.

11. It has been recognized by the United Nations agencies both at headquarters and in the field that an important prerequisite for effectively increasing procurement from developing countries is the availability of verified information on potential sources of goods and services. It will be recalled that the first pilot demonstration project to produce country-specific catalogues listing potential sources of the types of goods and services normally procured by the United Nations system was undertaken by IAPSO in February 1987 in Brazil. An indicative planning figure (IPF)-funded project in India resulted in a comprehensive catalogue on Indian supply sources. A large number of Indian potential suppliers report direct inquiries and actual orders, which is encouraging. In relation to the Brazilian catalogue, it has not been possible to evaluate its impact fully, because of the very limited number of items included.

12. During 1989, the country-specific catalogues of Algeria and Indonesia were completed by IAPSO under joint International Trade Centre (ITC)- and OPS-executed projects and were disseminated to various procurement officers in the United Nations system, NGOs and project personnel in bilateral aid organizations.

13. During the reporting period, missions under projects executed jointly by ITC/IAPSO were organized for the identification of potential suppliers and the preparation of country-specific catalogues for Morocco, Pakistan and Zimbabwe.

14. In Tunisia, a government-executed project under the guidance of IAPSO has been undertaken for identifying potential suppliers of goods, services and training facilities. It also includes the setting up of a local data base so as to provide IAPSO with updated data for dissemination.

15. Projects in the Philippines, Bahrain, Kenya, Cyprus and India (phase II) are at various stages of discussion and approval. The Council will be informed orally of any development taking place between the preparation of this report and its discussion in the Council.

16. In addition to the projects referred to above, project proposals have been sent by IAPSO to a number of other developing countries and replies have, in general, been encouraging. In all future project proposals, the scope will be widened to cover services and training facilities.

17. As part of these project activities, major emphasis is being placed on human resource development by training national professionals to conduct the above activities and to sensitize the local business community towards the market potential of the United Nations system.

18. As part of projects to increase procurement from developing countries, data bases are being set up in the respective developing countries which will be linked with the IAPSO data base. When fully operational, these will provide updated information on a continuous basis, in most cases via periodic diskettes. During a special IAPWG sub-working group meeting in January, agency participants endorsed the concept of a central data base. IAPSO is actively developing this data base and in future will incorporate data on goods, services and training facilities in the developing countries.

19. Manufacturers of high-cost items in developing countries, such as vehicles and computers, have been identified for incorporation into the IAPSO common-user catalogues on vehicles and office equipment respectively. At the initiative of IAPSO, one four-wheel drive vehicle from a developing country has been procured by a private organization for a test programme in East Africa. If the vehicle proves reliable and suitable for this area, it will be recommended to aid organizations as a viable alternative to traditional vehicles of this category.

20. As recommended by the Council last year, IAPSO has organized business seminars in India and Turkey to coincide with local trade fairs. In the case of India, there was active participation from the United Nations Children's Fund (UNICEF), the World Health Organization (WHO), the International Labour Organisation (ILO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO), in addition to UNDP. The seminar provided the business community with the opportunity to display their products to various procurement officers from the United Nations system.

21. The proximity of IAPSO to the UNICEF supply division has helped in impressing on the latter's procurement officers the need to use potential suppliers listed in the IAPSO country catalogues. Encouragingly, procurement by UNICEF from developing countries during 1989 increased by 18 per cent over 1988.

22. Feedback from the Resident Representatives is also encouraging. In general, the field offices have welcomed the IAPSO initiatives for compiling compendia of potential suppliers from developing countries. The steps taken by the Resident Representatives along with the results, their suggestions and constraints are as follows:

(a) Copies of country-specific catalogues have been given to chief technical advisors and national project co-ordinators for use in identifying potential supply sources;

(b) Actions have been taken to provide to IAPSO timely and comprehensive statistical data and advance information on business opportunities;

(c) Many of the field offices have pursued with Governments the benefits of undertaking national projects under IPF funding for identifying potential suppliers and for setting up data bases;

(d) There is a need to reduce the variety of brands of similar products procured by various agencies, thus making it easier for Governments to maintain the equipment at the end of the technical assistance phase; hence the importance of taking into account the availability of after-sales service facilities in the country when deciding on procurement;

(e) To reduce delays in procurement, project managers should be authorized to place purchase orders for equipment which can be purchased locally;

(f) To improve the effectiveness of the projects, one UNDP field office is studying the feasibility of starting a logistic service for procurement and prestocking of essential items and intends to make use of the IAPSO services for standard and/or bulk purchases.

23. To create more transparency of the procurement activities of the United Nations system, IAPSO has started publication of a new bulletin entitled "Procurement Update", which is distributed on a monthly basis to all permanent missions, focal points in developing countries and the Technological Information Pilot System (TIPS). The publication covers project approvals, contract awards, procurement notices, etc. It has generated great interest and on an average IAPSO receives 8-10 letters daily from various countries seeking guidance and assistance in connection with the data provided.

24. Based on the feedback from the agencies and the UNDP Resident Representatives, in addition to earlier reports by the Joint Inspection Unit (JIU) and the joint United Nations/UNDP consultant mission, a number of issues have been identified for further consideration:

(a) Wider dissemination of data on demand. A high percentage of bulk and relief items are procured every year on a recurrent basis. The specifications and likely requirements for these items for the year ahead should be given wider dissemination by IAPSO with the active participation of the United Nations agencies concerned; this is being pursued by IAPSO;

(b) Participation in trade fairs. Trade fairs provide excellent opportunities to identify potential suppliers and to collect useful information on the availability of commodities. However, a major constraint exists in the lack of funds to attend such seminars. Lack of funds is a known constraint but agencies might still be encouraged to give consideration to providing travel and daily subsistence allowance to their procurement staff for such attendance. Similar mission travel could be extended to national personnel, against the related project-budget for activities under government execution;

(c) Delegation to the country level. Increased delegation at the country level to project staff for purchasing the project inputs should be encouraged;

(d) Strengthening of focal points. One of the major problems faced by many agencies is the lack of response from potential suppliers in developing countries. To remedy this constraint, a local contact person should be designated by the Governments to handle such queries from various agencies and also to help in updating the central data base maintained by IAPSO;

(e) Regional projects. To encourage the use of goods and services from one developing country by another, as needed, regional projects that would identify the potential suppliers of goods and services along with the organization of seminars would appear to be a feasible approach. On an experimental basis, a joint ITC/IAPSO project is under consideration.

C. Procurement from underutilized major donor countries

25. Donor countries such as Canada, Denmark, Finland, the Netherlands, Norway and Sweden have been recognized as underutilized in the procurement of goods and services for UNDP-funded projects.

26. In its resolution 44/211, the General Assembly acknowledged the commitment to procurement from underutilized major donor countries and recommended the implementation of the proposals of the Director-General in accordance with the principles of international competitive bidding, contained in paragraph 50 of document A/44/324/Add.3, as follows:

(a) Relatively small orders, below bid requirement limits, could be placed directly with selected firms in underutilized donor countries, for standard items and some specialized items;

(b) Underutilized donors could also offer technical assistance in areas of particular expertise, where special skills and capabilities are required. This could serve to enhance procurement of services from these sources;

(c) Tied supplies from these donors often place a large administrative and logistics burden on recipient countries and should be considered only after a full joint review of all other alternatives and possible negative consequences.

27. With the move to Copenhagen, IAPSO can play an increased role in finding supply sources on behalf of agencies in the underutilized major donor countries.

28. With the assistance of national focal points, IAPSO catalogues on potential suppliers in the Netherlands covering 418 potential suppliers of goods and services was published in December 1989 and was widely circulated to United Nations agencies, NGOs and field offices.

29. Similarly, activities were initiated, with the assistance of national focal points, to update the IAPSO catalogues on potential suppliers in Denmark, Norway, Finland, Canada and Sweden; these are expected to be republished by July/August this year.

30. An institutional mechanism is being worked out within these focal points to provide updated information on a continuous basis, thereby ensuring current and reliable information in the IAPSO data base.

31. To create an awareness among the business community about the potential and nature of items procured by the United Nations system, business seminars were organized by IAPSO in Finland, Denmark and Sweden, with participation from United Nations agencies.

32. Other business seminars were attended by IAPSO in Canada, the United Kingdom and France.

33. A copy of the IAPSO monthly bulletin "Procurement Update" is being sent to all national focal points, which in turn, are printing the contents in their own newsletters for wider national circulation.

D. Short-listing of potential suppliers

34. During the IAPWG sub-working group meeting in January, a common short-listing form to ensure that companies in both developing and underutilized donor countries were always represented, was agreed upon in principle and IAPSO is presenting a final proposal to the forthcoming IAPWG meeting for general adoption.

II. PREFERENTIAL TREATMENT TO SUPPLIERS FROM DEVELOPING COUNTRIES

35. Several agencies have questioned the usefulness of the 15 per cent price preference to goods supplied from developing countries, although some claim that they have adopted and actually used this in their procurement operations. During the sub-working group meeting in January 1990, the members concluded that preferential price treatment has not worked as intended since there is no real incentive for the recipient country to apply this measure. It is understandable

that Governments may be reluctant to reduce their IPF allocations in this manner in situations of well recognized resource constraints. However, there is mutual advantage to all recipient countries under this price preference arrangement, which should therefore be allowed to continue.

III. DISSEMINATION OF ADVANCE INFORMATION ON BUSINESS OPPORTUNITIES

36. IAPSO has encouraged all agencies to advertise their business opportunities in line with increasing demands by Governments for enhanced transparency of the procurement process. During the last IAPWG meeting, all participating agencies were encouraged to advertise all business opportunities in excess of \$100,000 in Development Business, irrespective of the source of funding. However, the results have been disappointing. During 1989, there were only 60 such procurement notices, out of which 4 were for government-executed projects and 40 from UNDP/OPS. This total represents only a small percentage of contracts awarded.

37. To achieve better transparency, advance notices on business opportunities should form an integral part of any procurement operation and should be made a requirement so as to attract a larger number of interested firms to bid, notably in the target countries. The head of an agency proposed to reduce the level at which to issue advance notices to \$50,000; this will be taken up by IAPSO at the 15th meeting of IAPWG in Tunis.

38. As before, project approvals by the Action Committee at headquarters (i.e., for projects above \$700,000) are regularly being advertised in Development Business, well in advance of any procurement decision. To give a complete picture, Resident Representatives have been requested to ensure that they provide details of projects approved locally, i.e., for projects below \$700,000.

39. In addition, several agencies have agreed to provide IAPSO with details of contract awards which represent useful information to the business community. Such information is routinely included in Development Business and "Procurement Update" as well.

IV. PROCUREMENT STATISTICS

A. Annual statistical reporting

40. IAPSO, on behalf of the Director-General for Development and International Economic Co-operation, collects, analyses and presents annual procurement statistics covering goods and services for operational activities from all sources of funding, for presentation to the General Assembly through the Economic and Social Council. The same report is also provided to the Governing Council. At its thirty-sixth session, the Governing Council requested IAPSO to include data on other components of technical co-operation such as experts, consultants, national professional project personnel, fellowships and volunteers, thus providing a more complete picture of national return flows.

41. To assist in the compilation of data for 1989, IAPSO developed spread sheets in computer diskette format which were sent to all reporting agencies, along with appropriate instructions, encouraging timely and accurate reporting in accordance with both Governing Council and General Assembly requirements. The agency deadline for submitting data for 1989 was 28 February 1990. Once the data has been received and analysed, a separate report will be prepared and made available to the Governing Council.

42. At its 14th meeting in Stockholm last year, IAPWG decided to create sub-working groups consisting of a smaller number of agencies, to assist with specific subjects which needed special attention and to provide guidance to all agencies in close co-operation with IAPSO. One sub-working group meeting, with representatives from 11 agencies, was held in Copenhagen from 25-26 January. Many agencies again reported problems in providing information with respect to country of origin, since such data was difficult to obtain from the suppliers and very often large numbers of smaller items were contained in single orders, notably for laboratory equipment and educational materials. In recognition of the need to facilitate such reporting in a reasonable and manageable manner, agencies requested a detailed proposal from IAPSO. One approach to solve this constraint would be to make such information an integral part of purchase orders and contracts and oblige the suppliers to provide this data. In case of a large number of smaller, low-cost items, it should suffice to presume that the country of origin is identical with the country of procurement. IAPSO will put forward detailed guidelines for such reporting during the IAPWG meeting in May to ensure agreement of the whole United Nations system. Another persistent problem for various agencies has been the use of a non-standard reporting format. In the above meeting, all members endorsed the format prepared by IAPSO and recommended that it be adopted by all the reporting agencies, thus facilitating the presentation of homogenous data for ease of computerization and preparation of reports. However, it was recognized that to improve the reliability of the statistical data, IAPSO should continue to train and familiarize the reporting staff of the various organizations.

43. The agencies in general also expressed difficulty in providing data on experts, consultants, national professional project personnel, fellowships and volunteers, although similar data is furnished on UNDP-funded projects to UNDP headquarters. To regularize such reporting, for all sources of funds in the United Nations system, it would be desirable that all such data be collected centrally by IAPSO and it was recommended that requests on this should be addressed by the Director-General for International Economic Co-operation to the heads of the agencies.

44. Regarding government-executed projects, UNDP Resident Representatives have been requested to submit procurement data for inclusion in the annual report. Similarly, the field offices have been requested to provide IAPSO with details of housekeeping expenses. These will be included in the annual statistical report for 1989.

45. Various computer systems are presently in operation within the United Nations system, for the compilation of statistical data: Lotus 123, dBase III/IV, and

EXCEL. In addition, a mixture of micro, mini and mainframe hardware systems are used by the agencies. In view of the individual agency computerization programmes, some heterogeneity is unavoidable. During the sub-working group meeting held in Copenhagen from 25-26 January, it was decided that IAPSO should undertake a study of the existing hardware and software in use by the agencies with the objective of harmonizing computerization and sharing information.

46. With more accurate and comprehensive procurement data included in its annual statistical reports, IAPSO efforts should result in greater transparency of the procurement activities of the United Nations system, in line with the expressed wishes of the governing bodies.

47. IAPSO is also discussing with an inter-agency group the desirability of adopting a Common Codification System which would facilitate: simplification of statistical reporting with subsequent reduction in costs of this recurrent activity; exchange of information on sources of supply (agency-agency, agency-IAPSO); and simplification of IAPSO compilation and distribution of verified supply sources in target countries. The proposed system will be discussed at the next IAPWG meeting in Tunis in May 1990. The common codification system, if adopted universally by all the agencies, will be a major step towards the development of a common procurement system among various organizations of the United Nations.
